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**PLANNING COMMISSION  
STAFF REPORT  
AGENDA ITEM NO. E4  
September 19, 2006**

**PROJECT LOCATION**

1. Address: 2396 Evergreen Drive
2. Assessor's Parcel No.: 091-143-210, 091-143-220 and 017-161-050)
3. Zoning District: R-1 (Single Family Residential)
4. General Plan Classification: Low Density Residential

**EXHIBITS**

- A. Location Map
- B. Project Data
- C. Resolution 2006-07 adoption of the Mitigated Negative Declaration
- D. Resolution 2006-08 adoption of the Planned Unit Permit and Tentative Parcel Map
- E. Development Plan (Site Plan, Floor Plans, etc.)
- F. Tentative Parcel Map
- G. Initial Study, Addendum to Traffic Report,
- H. Response to Comments and Public Comments
- I. Photos of Existing Site
- J. Conditions, Covenants and Restrictions (CC&Rs)
- K. Fernwood Traffic Study Exhibit
- L. Alternate Sidewalk Exhibit

**REQUEST**

Request for a Vesting Tentative Tract Map for the subdivision of three lots to 75 lots, and a Planned Unit Permit to allow the development of 70 new homes, per Chapter 12 of the San Bruno Municipal Code. SummerHill Homes, Applicant, San Bruno Park School District, Owner. **PUP-06-001, TM-06-002**

**RECOMMENDATION**

Staff recommends that the Planning Commission adopt Resolution 2006-07 adopting a Mitigated Negative Declaration and Mitigation Monitoring Program and adopt Resolution 2006-08, approving a Planned Unit Permit and Tentative Subdivision Map (PD 06-01, TM 06-02).

**REVIEWING AGENCIES**

Community Development Department; Public Works Department; Fire Department; Police Department, Parks and Recreation Services Department.

The Tentative Tract Map was sent to Pacific Gas & Electric, San Bruno Park School District, San Bruno Union High School District, City of Pacifica, City of South San Francisco, City of Millbrae, County of San Mateo, and California Department of Transportation.

The Negative Declaration was also sent to the Cities of South San Francisco, Millbrae and Pacifica.

### **REQUIRED LEGAL NOTICE**

1. Notices of Public Hearing mailed to owners of property within 300 feet on September 8, 2006
2. Advertisement published in the *San Mateo Times*, Saturday, September 9, 2006

### **AREA DESCRIPTION**

North: Shannon Drive and Gellert Blvd, single family homes (SSF)

South: Evergreen Drive - R-1 zone, single family homes

East: Chateau Court, Seville Way, Avalon Drive - single family homes (SSF)

West: Shannon Drive, single family homes (SSF)

### **EXISTING CONDITIONS & PROJECT DESCRIPTION**

**Existing Conditions.** The subject is located in northwestern portion of the City. The site is generally flat, although it is located at an elevation of approximately 500 feet above mean sea level on a knoll that slopes from west to east. The site is currently accessed from a single entrance located on Evergreen Drive, opposite Maywood Drive.

The project site is comprised of three parcels that is the site of the former Carl Sandburg Elementary School. The School was in operation between 1965 and 1979. Since 1979, the site has been used as a private school and/or child care facility. The original single story school buildings are still on the site as well as playground equipment and two practice baseball diamonds. A cellular tower facility occupies a small area in the northeastern portion of the site.

The site is bordered on all sides by single-family residences. The residences to the north, east and west of the site are located within the City of South San Francisco. A 72 feet wide grove of eucalyptus trees is located along the southern portion of the site.

**Proposed Project.** The proposed project consists of complete demolition of the existing school buildings and new construction of 70 single-family detached homes, associated roadways, a park, new pump station and landscaping. The residential density would be approximately 6.8 units per gross acre. The homes would range in size from 2,507 to 2,715 square feet (including a 415 square foot attached garage). The homes would be two stories (maximum height of 28') and have three to five bedrooms, three bathrooms, and a two-car garage. The average lot size would be 3,997 square feet. The project would include landscaping within the residential area, one roadway entrance to the project and one additional emergency vehicle access road. The eucalyptus grove will remain at the southern portion of the property with some tree removal due to health and condition as well as tree removal within a 20' wide strip along the new lots' rear property line and the rear property line of the homes along Evergreen Drive for a firebreak. The project would include the creation of a homeowners' association, which would maintain all common area, including the eucalyptus grove.

As indicated above, the roadway entrance to the project will be constructed at the same location as the existing site driveway off Evergreen Drive. New loop internal roads will be constructed to serve the new homes with a 4.5-foot wide sidewalk along both sides of the street (see revised site plan titled "Alternative Sidewalk Exhibit" – Exhibit L). Approximately 46 on-street parking spaces can be accommodated within the development. The driveways will be a minimum of 18' deep from the face of garage to the back of sidewalk and can accommodate two on-site parking spaces at each residence. Including the two-car garage, there would be 4.6 parking spaces per residence. The HOA will require residents utilize the garage space for parking. Specifically, section 3.4 of the CC&Rs state "occupants shall park their vehicles in their garages or driveway aprons so that street parking spaces are available for guest parking. No garage space or driveway apron may be converted into any use that would prevent its use for parking the number of vehicles the garage or apron was originally designed to contain."

### **ENVIRONMENTAL REVIEW**

The City contracted with Environmental Science Associates (environmental consultant) for the preparation of a draft initial study and negative declaration. The study included a detailed traffic study (prepared by DKS Engineering), and analysis of the required elements (air quality, noise, public services, etc.) The draft study incorporates comments from the Public Works Department, Parks and Recreation Services department and Community Development Department.

### **Traffic**

DKS conducted a detailed traffic study and an addendum to the draft report. The traffic study evaluated the traffic impact with the proposed development and established a "background" condition assuming 10% traffic increase resulting from proposed developments in San Bruno and South San Francisco. The traffic study conducted current traffic counts and applied traffic counts based on the day care center being in operation. The day care center use would have generated 547 trips per day with about 98 AM peak hour trips and about 100 PM peak hour trips. The peak hour trips are higher for a day care use as one child being dropped off and picked up would result in four trips (2 inbound, 2 outbound), most of which typically occur during the peak hours.

The proposed development of the site with 70 new single-family homes would generate about 670 trips per day with about 52 AM peak hour trips and about 71 PM peak hour trips. This translates to an increase of 123 daily trips over the former day care center use and a net decrease in the peak hour trips.

The study evaluated traffic operating conditions at 10 intersections in the project vicinity and found that there would be no change in the average delay and a less than significant effect on intersection service levels.

Based on neighbor comments which called for a second project exit, staff instructed the Traffic Engineer to amend the report. The addendum to the report analyzed traffic patterns if a second access driveway onto Albright Way were available to the project occupants. The current proposal calls for this exit to be used by emergency vehicles only. The report addendum states that approximately 19 of the 52 total AM peak hour project trips would use the Albright Way access point with the remaining 33 PM peak hour trips would utilize Evergreen Drive. During the PM peak hour, approximately 27 of the 71 total peak hour trips would utilize Albright Way with the remaining 44 peak

hour trips utilizing Evergreen Drive.

The addendum to the report also evaluated a new roadway connector between Albright Way and Sherwood Drive. This new roadway connector would result in a shift of some existing traffic from Oakmont Drive with up to 350 vehicles traveling the new roadway connector daily.

To ensure the national numbers used within the traffic study are applicable to local streets, staff conducted a local traffic study for a similar subdivision. The traffic study was conducted at the Fernwood Drive Subdivision which includes 69 single-family homes with a single point of access point (at Valleywood Drive). It is important to note that Fernwood Drive is located within ¼ mile of the proposed development. Staff conducted this study on two separate occasions to ensure traffic observations were not an anomaly. The study was conducted between 7:00-9:00 AM on September 8<sup>th</sup> and September 13<sup>th</sup> and between 4:00-6:00 PM on September 12<sup>th</sup> and September 13<sup>th</sup>. The “peak period” is defined as the busiest 60 minute period within the two hour time frame. Both days produced similar results:

September 8<sup>th</sup> AM Peak (7:20-8:20): 53 Trips  
September 13<sup>th</sup> AM Peak (7:20-8:20): 56 Trips  
September 12<sup>th</sup> PM Peak (4:40-5:40): 64 Trips  
September 13<sup>th</sup> PM Peak (4:40-5:40): 54 Trips

This local traffic study found that local traffic numbers are very similar to the national numbers, therefore can expect the same traffic generation from the proposed development. A graphic exhibit showing the similarities between the two development is attached as Exhibit “K”.

Based on the local traffic study, the initial traffic study and the addendum staff is supportive of the proposed development with one public entrance. As indicated on the site plan, a second emergency vehicle only exit would also be provided and would exit to Albright Way in South San Francisco. The City of South San Francisco submitted a letter in support of the emergency vehicle connection, however they do not support full public access to Albright Way. As part of the project, the project sponsor will also be responsible for connecting Albright Way to Sherwood Drive for emergency vehicle use. As proposed, both emergency vehicle access roads will be gated.

### **Public Comments**

Written comments were submitted to the City of San Bruno during the public review period of the Initial Study/Draft Mitigated Negative Declaration by the following agencies and individuals:

- Elsa Ten Broeck and Philip Manriquez
- Gerald and Nancy Sonnenburg
- Ernesto and Eleanor Cadiz
- Barbara Asaro
- Erik and Miriam Roberson
- South San Francisco, Planning Division

These letters and response to comments are included as Exhibit “H” to this staff report. Most of the comments received expressed concern with the potential increase in traffic, change in traffic patterns and tree removal.

### **Mitigation Measures**

The Initial Study determined that this project would not have a significant effect on the environment with the implementation of the mitigation measures. Mitigation measures summarized as follows;

AIR QUALITY – During construction, the project sponsor shall require the construction contractor to implement BAAQMD's basic and enhanced dust control procedures.

BIOLOGICAL RESOURCES – Requires construction buffer zones around any active nets, protection of heritage trees during construction and replacement requirement for heritage trees removed and requires the applicant to monitor transplanted heritage trees for five years and replacement if they fail to survive.

CULTURAL RESOURCES – Establishes procedures if any prehistoric or historic cultural resources or fossils are discovered on the site during grading and construction.

GEOLOGY AND SOILS – Requires compliance with the recommendations in the geotechnical report and installation of permanent erosion control measures.

HAZARDS AND HAZARDOUS MATERIALS – Requires the applicant to conduct a lead-based paint survey and if present, prepare and implement a lead-based paint abatement plan and procedures if the buildings contain asbestos materials.

HYDROLOGY AND WATER QUALITY - Requires the applicant to prepare and implement a stormwater management plan prior to construction and implement measures to prevent stormwater pollution.

NOISE – limits construction hours and measures to reduce construction noise.

TRAFFIC – requires compliance with City requirements for haul routes and construction staging to minimize construction traffic impacts.

### **ENTITLEMENT PROCESS**

#### **Requested Approvals:**

- **Tentative Parcel Map:** The applicant proposes to subdivide the existing three lots into seventy-five lots. Lots 1 through 70 will be developed with single-family homes, with an average lot size of 3,997 square feet. Lot A (2,580 square feet) is for the existing cell tower, Lot B (8,627 square feet) is for a new Park, Lot C (21,027 square feet) is for a new pump station and common open space and Lots D (16,773 square feet) and E (24,418 square feet) are also open space (eucalyptus grove). A conservation easement will be included along the western project boundary, (at the rear of lots 27 through 36). Lots 1 – 70 totals 6.42 acres of land area, the roadway encompasses 2.08 acres of land area and the remaining 1.78 acres of land are reserved as common open space. The applicant has also submitted Covenants Conditions and Restrictions (CC&Rs) which are under review by City Staff.
- **Planned Unit Permit:** The applicant is requesting a Planned Unit Permit to allow the development of new housing units. The current General Plan designation is Low Density Residential, which allows development at a density of up to eight (8) units per acre, 40% lot coverage and maximum 35 feet building height. The applicant proposed to construct 70 housing units on 10.3 acres of land, resulting in a density of approximately 6.8 units per acre with 22% building to lot coverage, when including the open space areas. The average house to lot coverage ratio on individual lots (excluding the common open space) is 36%.

### **SQUARE FOOTAGE BREAKDOWN:**

Proposed Housing Unit Mix: The applicant proposes to construct seventy (70) three to five-bedroom with three bathroom homes, with an average square footage of 2,619 square feet. Each home will include a two-car garage.

### **ARCHITECTURE**

The applicant has proposed three floor plans, with a total of nine variations in elevations. All of the homes are proposed to be two-story with a front entry porch and a two car attached garage. The applicant describes the three home designs as; Cottage, Spanish and Traditional.

**Cottage Plan** – This elevation is proposed with stucco exterior finish and composition shingle roof. Plan 1 has an arched front entry porch and a roof break above the garage. Plan 2 has a smaller front entry porch and a small second floor balcony above the garage door. Plan 3 includes an arched front entry, a small second floor balcony above the front entry, a roof break above the garage door and shutters at the second floor windows.

**Spanish Plan** – This elevation is proposed with stucco exterior finish and a tile roof. Plan 1 includes an arched front entry porch. Plan 2 has a smaller arched front entry and window boxes at the second floor. Plan 3 has a front entry porch and a second floor balcony.

**Traditional Plan** - This elevation is proposed with horizontal wood siding and composition shingle roofing material. Plan 1 of this elevation has a front entry porch, shutters at the second floor window and a roof break above the garage. Plan 2 has a smaller front entry and shutters and window boxes at the second floor. Plan 3 has a front entry porch and a second floor porch.

**Floor Plan** See Exhibit B for square footage breakdown for each house. The applicant proposes three floor plans. Plan 1 includes a living room, powder room and an open family/dining/kitchen area at the first floor with three bedrooms, two bathrooms and an open loft area at the second floor. Plan 2 includes an optional den/bedroom, a full bathroom and an open family/dining/kitchen area at the first floor with three bedrooms, two bathrooms and an optional loft/bedroom at the second floor. This plan could have a total of five bedrooms. Plan 3 has an open living/dining area, a powder room and an open family/nook/kitchen at the first floor with four bedrooms and two bathrooms at the second floor. All floor plans include a two-car garage at the first floor and a laundry room on the second floor.

### **Peer Review**

Larry Cannon, Cannon Design Group, reviewed the proposed elevations and layout of the development. Mr. Cannon indicates that in general, the project is well designed. He suggested landscaping along Way "C" near the emergency vehicle access gate. Mr. Cannon also indicated that the exterior side elevations for the corner parcels should be evaluated, suggested easements for alternating side yards to allow more usable area and reduce the parking along the park. The applicant has added additional landscaping at the project entrance along Street "A" and along Way "C". In order to maximize street parking, Staff does not recommend eliminating the street parking at the park.

### **Affordable Housing Obligation**

Consistent with General Plan 2003 Housing Element Program 5-A, the City is requiring developers of residential projects with ten or more housing units to provide 15 percent of their newly constructed residential units as affordable units or negotiate an alternative affordable housing plan acceptable to the City in order to meet their affordable housing obligations. In this case, the developer's on-site obligation is to provide 10.5 units affordable units, equal to 15% of the 70 residential units in the proposed subdivision. The Planned Unit Permit and Vesting Tentative Map include a Condition of Approval that prior to approval of the final map, the developer must execute and record an Affordable Housing Agreement that documents its affordable housing obligations.

In lieu of providing the affordable units on-site, staff has negotiated with the developer to provide an affordable housing contribution of \$2,075,850 ("Affordable Housing Contribution"). The Affordable Housing Contribution is based on a fee of \$29,655 for each of the 70 residential units in the Project and would be paid in 70 equal installments. The methodology to calculate the in-lieu fee was approved by the City Council as part of the approval of the Affordable Housing Agreements for the Skycrest and Glenview Terrace residential projects.

The payment of the Affordable Housing Contribution will satisfy the developer's affordable housing obligation. Staff determined that the affordable housing goals of the General Plan can be better served through payment of the Affordable Housing Contribution rather than development of on-site affordable units. This is because the Project will be developed with for-sale single family detached homes that will likely have sale prices in excess of one million dollars, which would require unreasonably large subsidies to make the units affordable to low and moderate income households. The site is also not in close proximity to public transportation, jobs, commercial areas, and services, which is desirable for affordable housing. In addition, the Affordable Housing Contribution can be leveraged with other available Federal, State and/or local funding sources to develop a greater number of affordable units off-site than could otherwise be developed on-site.

Planning Commission approval of this condition would authorize the City Manager to execute the Affordable Housing Agreement subject to any minor conforming, technical or clarifying changes approved by the City Manager and City Attorney, and, to execute any other documents necessary to implement the terms and conditions of the Affordable Housing Agreement, including Notices of Termination of Affordable Housing Obligations, or similar documents.

### **Parks**

Per the San Bruno subdivision, the applicant is required to provide a substantial amount of park land onsite or pay an in-lieu for land not provided. Based on the number of units proposed and land value of this development, if the applicant were to provide no onsite park facilities, a total in-lieu of \$2,541,701.00 would be due to the City of San Bruno. However, the applicant will provide an onsite park and the cost of the land and improvements associated with the park will be credited towards the in-lieu fee (estimated at \$700,000). The remaining in-lieu fee money will be used for improvements to parks and fields within the City of San Bruno at the discretion of the Parks and Recreation Services Director and San Bruno City Council.

### **CONCLUSION**

Based on the discussion in this staff report, staff finds that the proposal is consistent with the General

Plan designation of Low Density residential and with the requirements of the Single Family Zoning District, and that all the required findings for approval of the Planned Unit Permit can be made to allow the development of the 70 new homes. Staff further finds that that all the required findings for the proposed Tentative Tract Map can be made to allow the subdivision of the existing parcel into seventy-five parcels with common area.

### Findings for Approval

In order to grant the Planned Unit Permit and approve the Tentative Parcel Map, the Planning Commission would need to make the following findings:

1. With respect to the Tentative Map, the Planning Commission finds:

- a. The proposed tract map, together with the provisions for its design and improvement, is consistent with the general plan, as amended pursuant to the Planning Commission's recommendation, and any specific plan as specified in Section 65451 of the Government Code.

*Basis for Finding: The General Plan designation for the site is Low Density Residential and the proposed project is consistent with the allowed density, lot coverage, height and consistent with the General Plan policy to "encourage innovative design and site planning in new development which enhance the community's appearance and assure compatibility with the surrounding scale, character, and intensity of land uses". The proposed new single-family development fits in well with the surrounding single-family neighborhood.*

- b. The real property to be subdivided, and each lot or parcel to be created, is of such character that it can be used safely for building purposes without danger to health or peril from fire, flood, geologic hazard or other menace.

*Basis for Finding: Mitigation measures have been included requiring a compliance with the site-specific recommendations in the geotechnical study, for permanent erosion control measures; and abatement of any lead-based paint or asbestos materials. Conditions of approval have also been included to comply with the Fire Department and Public Works Department requirements. These mitigation measures and conditions of approval will ensure that each lot to be created can be safely developed without danger to health from fire, geologic hazard and ground contamination.*

- c. Each lot or parcel to be created will constitute a buildable site and will be capable of being developed in accordance with the applicable provisions of the zoning code, as amended pursuant to the Planning Commission's recommendation.

*Basis for Finding: The parcels are designed to accommodate the proposed development plan, and therefore each parcel to be created will constitute a buildable site and will be capable of being developed in accordance with the proposed development plan.*

- d. The site is physically suitable for the type and proposed density of development.

*Basis for Finding: The site is approximately 10.3 acres in area. The applicant is proposing 70 homes and common area, resulting in a density of 6.8 units per acre that is consistent with the General Plan Low Density Residential designation of eight units per acre. The site is fairly level with the current school grounds. The development will not cause significant disruption for the grade. Therefore, the site is physically suitable for the type and proposed density of development.*



- e. The design of the subdivision and improvements, and the type of improvements, is not likely to cause substantial environmental damage or substantially and avoidably injure fish or wildlife or their habitat or to cause serious public health problems.

*Basis for Finding: Mitigation measures have been included to require the applicant to incorporate erosion control measures to reduce storm water runoff and compliance with the Regional Water Quality Control Board requirements. Furthermore, mitigation measures have been included to minimize temporary construction dust impacts to an acceptable level.*

- f. The design of the subdivision or type of improvements will not conflict with easements, acquired by the public at large, for access through, or use of, property within the proposed subdivision.

*Basis for Finding: As conditioned, the final map must show a public access easement on the interior park. Therefore, the design of the subdivision and improvements will not conflict with any public use of the subject property. Additionally, the road serving the development and the new park will be open to the public. Therefore, public access to the development will be available.*

2. With respect to the Planned Unit Permit, the Planning Commission finds:

- a. The applicant has demonstrated that they intend to obtain a building permit in six months of the approval of the project and that they intend to complete the construction within a reasonable time.

*Basis for Finding: As a condition of approval, Planned Unit Permit 06-01 and Tentative Tract Map 06-02 shall become null and void if a building permit has not been secured within one (1) year from the effective date of the approval thereon. Furthermore, the applicant had indicated their intent to start construction within six months pending final approval of the development plans.*

- b. The proposed planned unit development conforms to the General Plan in terms of general location, density and general standards of development and criteria contained in the zoning code.

*Basis for Finding: As stated above, the development is consistent with the general plan density of 8 units per acre, meets the general standards of development in the zoning code for lot coverage when considering the overall development, height, floor area and covered parking.*

- c. The development of a harmonious, integrated project in accordance with a precise development plan justifies exceptions to the normal requirements of the zoning code.

*Basis for finding: The development is well designed architecturally and will contain consistent landscape features. The development is compatible with the surrounding single-family neighborhoods and fits in well with the existing site conditions. With the preservation of open space and development of a new park, the development justifies exception to the normal requirements of the zoning code.*

Date of Preparation: September 14, 2006  
Prepared by: Lisa Costa Sanders, Contract Planner  
Aaron Akin, Planning Manager

**EXHIBIT A**  
**LOCATION MAP**

**EXHIBIT B**  
**PROJECT DATA**